

17 September 1980

MEMORANDUM FOR: Director, National Foreign Assessment Center

SUBJECT: The President's Report on US and Soviet Forces

1. In beginning our work for the second edition of the joint PR with the Department of Defense, I have become aware of several problems which I think should be brought to the DCI's attention before his meeting with Secretary Brown this week. I believe that Secretary Brown will raise some of these issues at that meeting if we do not initiate a discussion of the matter first.

2. There appear to be two groups in the Department of Defense that are trying to influence and, to some extent, control the presentation of material in the Report. Some ideas from both groups are being discussed at the OSD level. The first group, which is apparently represented by Ambassador Komer, believes we should include information in every section on all our Allies and those of the Soviets if it is to reflect the balance of forces accurately. Captain Pease, the DoD coordinator for the report, and I have repeatedly stated that this cannot be done and that such an addition would raise additional questions by some in DoD concerning the use of the Report for assessments. We have made one exception in the joint Report (and previously in the Soviet-only Report); that is, we include non-US and non-Soviet Warsaw Pact forces in the Central Europe section. We did this because the Report tries to cover those forces considered in arms control negotiations, and MBFR and TNF negotiations affect those forces in Central Europe. To accommodate Ambassador Komer's concerns that we should include other forces as well, we agreed to incorporate a number of qualifying statements in the preface. We also moved the preface to the first page--rather than the inside cover--where it was prominently placed by itself. We may hear more about this matter in the second edition.

3. The second group still wants to kill the Report and has now raised the issue that the book may be misused for assessments--much the same arguments from the same people in DoD who are involved in the NIE controversy. To accommodate this group in the first edition, I agreed to incorporate additional qualifying statements in the preface. I have repeatedly refused

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to accept the suggestion that the title of the book read, "The President's Handbook on US and Soviet Forces", because I think such a title would detract from the prestige of the Report and would sound somewhat insulting to the President.

4. In this second edition, I have asked that three new sections be added to the book. Two of them -- Early Warning and Satellite Defense -- have been accepted within the Department of Defense and have not been brought to the attention of Secretary Brown. The third new section -- Theater Forces in the Far East -- is acceptable at the working level within the Department of Defense. It is, however, being presented to Secretary Brown for a decision because some who resisted the Central Europe section in the first edition now are concerned that sections such as these are "setting the stage for assessments." They appear to be concerned that such an addition "will enhance the Report and make it of even more value to the policymaker." The new section would include the Sino-Soviet border area -- the only part of the Soviet-only book not yet included in the joint report. This section was originally requested by President Ford in 1976, and it has been one of the sections in the Soviet-only book that has generated the most interest. The inclusion of this section in the joint PR would eliminate any substantive consideration for continuing the publication of the Soviet-only book (the distribution is the same). Furthermore, if we expanded the section to cover US and Soviet forces in the Far East, I think it would be most helpful as a reference to the President. Captain Pease and I are considering the following forces in this section:

US Forces Only

In Japan  
Korea  
Okinawa  
Phillippines  
Thailand  
7th Fleet in area  
7th Air Force in area

Soviet Forces Only

In Sino-Soviet border area  
Northeastern USSR  
Kurils  
Vietnam  
Naval air & infantry in area  
Naval forces in area

5. Secretary Brown may bring this section up for discussion with the DCI. He is apparently getting conflicting advice on whether to agree to the inclusion of this section, and the DCI may be the persuading factor. It probably would be particularly helpful if the DCI:

. took the initiative of bringing the matter up;

- . stated that the inclusion of such a section would help in eliminating the need (which is costly in terms of time, material, and effort) to continue producing the Soviet-only book\*;
- . stated that the Sino-Soviet Border section generated considerable interest in the past and is likely to be asked for anyway; and
- . stated that he had no intention of letting this document present material in a way that could be used for assessments.

Secretary Brown may suggest to the DCI that the Sino-Soviet Border section be placed in the joint PR as a Soviet-only page with no comparable US data. I would recommend that we do not accept this suggestion as we are trying to keep the book to presentations that include both US and Soviet forces.

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Chief  
USSR-EE Branch, SR/RA

\*I have told Captain Pease that the Soviet-only book will not be published this fall and that its status is in a hold position until we determine if the joint PR will be published regularly.



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